

Message Text

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67

ACTION SS-25

INFO OCT-01 ISO-00 /026 W

----- 062192

R 050030Z JUL 75

FM USLO PEKING

TO SECSTATE WASHDC 3988

LIMITED OFFICIAL USE SECTION 1 OF 2 PEKING 1235

EXDIS

E.O.11652: N/A

TAGS: OGEN

SUBJECT: OPERATION CLEAN SLATE

REF: STATE 145950

1. I AM IN THE HAPPY POSITION OF HEADING A POST THAT OPENED SO RECENTLY THAT ITS STRUCTURE COMES CLOSER TO FILLING CURRENT NEEDS THAN NEEDS OF AN ERA GONE BY. IF I WERE TO START FROM SCRATCH TODAY, I THINK I WOULD WANT THE USLO TO HAVE JUST ABOUT ITS PRESENT STRUCTURE AND SIZE.

2. THIS IS NOT TO SAY THAT I AM ENTIRELY AT EASE WITH THE CURRENT SET-UP. HOWEVER, ANY DISCOMFORTS I FEEL STEM PRINCIPALLY FROM LIMITATIONS IMPOSED BY THE FACTS THAT CONGEN HONG KONG DOES MUCH OF THE REPORTING WHICH IN A MORE ORTHODOX SITUATION WOULD BE HANDLED BY US, AND THAT HOST GOVERNMENT POSTURE DICTATES MUCH OF OUR ADMINISTRATIVE SUPPORT OPERATION.

3. STAFFING: USLO HAS 27 FULL-TIME AMERICAN EMPLOYEES (INCLUDING MYSELF AND DEPUTY) AND TWO HALF-TIME AMERICAN WIVES WHO SERVE AS RECEPTIONISTS ON A CONTRACT BASIS. WE ARE STRUCTURED ALONG TRADITIONAL SMALL-POST LINES: BROKEN DOWN INTO FOUR TRADITIONAL FUNCTIONS, WITH SOME RESPONSIBILITY-SHARING ACROSS "SECTION" LINES. WE HAVE THREE FULL-TIME POLITICAL OFFICERS, AND A FOURTH MAN IS A CONSULAR OFFICER WHO GIVES ABOUT FOURTH TIME TO POLITICAL WORK. WE EXPECT OUR THREE COMMERCIAL/ECON OFFICERS TO BE

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AUGMENTED BY AKN AGRICULTURAL ATTACHE IN THE COMING MONTHS. UNDER

AN ADMIN CHIEF IS GSO, B&F OFFICER, A SECRETARY WHO ASSISTS IN ADMIN AND CONSULAR WORK, FIVE COMMUNICATIONS AND RECORDS OFFICERS AND FOUR SY OFFICERS DOING MARINE GUARD WORK. IN ADDITION, WE HAVE ONE SECRETARY EACH FOR MYSELF, MY DEPUTY, POLITICAL SECTION, ECON/COMMERCIAL SECTION, PLUS MY SPECIAL ASSISTANT. ONLY LOCAL EMPLOYEES ARE THOSE UNDER CONTRACT FROM PRC'S DIPLOMATIC SERVICES BUREAU.

4. WE FIND THAT ORGANIZATION OF USLO INTO TRADITIONAL FOUR FUNCTIONS SUITS OUR NEEDS WELL. IN POST THIS SMALL, HOWEVER FLEXIBLE CROSSING OF FUNCTIONAL LINES IS IMPORTANT TO EFFECTIVE OPERATION. FOR EXAMPLE, WHILE WE DO NOT YET HAVE QUITE FULL-TIME DEMAND FOR CONSULAR OFFICER (ALTHOUGH HIS LOAD SEEMS TO BE INCREASING RAPIDLY) SUCH CONSULAR WORK AS WE DO HAVE REQUIRES CONSIDERABLE POLITICAL SENSITIVITY. IN ENCUMBENT'S ABSENCE, AN ECON OFFICER FILLS IN. ADMIN SECRETARY'S KNOWLEDGE OF CONSULAR MATTERS ENABLES HER TO BACKSTOP ALSO. AS FOR DCM, HE COULD ACT CONCURRENTLY AS POLITICAL SECTION CHIEF, BUT AS LONG AS USLO CHIEF IS NON-PROFESSIONAL

I BELIEVE DC POSITION SHOULD REMAIN AS IS.

5. GIVEN (A) SPECIAL "LIAISON" NATURE OF US-PRC RELATIONS, (B) EXISTENCE OF CONGEN HONG KONG, AND (C) LIMITATIONS OF OPERATING IN PRC, THIS STAFF IS ABOUT RIGHT SIZE AND IS APPORTIONED SENSIBLY; THIS WILL REMAIN THE CASE (WITH MINOR EXCEPTIONS) AS LONG AS THESE THREE FACTORS PERTAIN AND AS LONG AS DEPARTMENT CONTINUES TO SELECT STAFF WITH CARE. I DISCUSS BELOW SOME POSSIBLE IMPROVEMENTS, BUT MANY OF THESE INVOLVING STAFF INCREASES COULD NOT BE ACCOMPLISHED WITHOUT EXPANDING OUR OFFICE SPACE, PROBABLY ONLY BY MOVING TO NEW QUARTERS. THIS SHOULD WAIT, I THINK, UNTIL NORMALIZATION OF RELATIONS. WE WOULD WANT THEN ALSO, OF COURSE, TO INSURE THAT THE PRC WOULD BE PREPARED TO PROVIDE ADEQUATE HOUSING.

6. NEW POSITIONS: IN ADDITION TO NEW POSITION FOR AGRICULTURAL OFFICER, WE HAVE ALREADY ALERTED DEPARTMENT TO POSSIBLE NEED, IMPOSED BY PRC FAILURE TO PROVIDE THIS SERVICE, FOR AN ADDITIONAL GSO FOR MACHINERY UPKEEP. WE ALSO COULD SEE FUTURE JUSTIFICATION FOR ADDITION OF A MILITARY ATTACHE AND A USIS OFFICER, BUT NOT AT THIS STAGE.

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7. WORKING COUPLES: WE HAVE TWO HUSBAND-WIFE TEAMS FILLING USLO POSITIONS NOW, PLUS TWO WIVES SHARING RECEPTIONIST POSITIONS (AS WELL AS A WIFE AND DAUGHTER STAFFING OUR SCHOOL) PEKING IS AN EXCELLENT EXAMPLE OF A POST WHERE WORKING COUPLES ARE VERY DESIRABLE. IT IS NOT ONLY CHEAPER, IT AMELIORATES MORALE PROBLEMS ENDEMIC TO A POST IN SUCH A CLOSED SOCIETY.

8. HONG KONG AND PEKING: ANY DISCUSSION OF LONG-RANGE STAFFING

OF USLO MUST DEAL WITH BASIC QUESTION OF WHETHER OR NOW WE RETAIN
TWO FACILITIES -- HONG KONG AND PEKING -- SUPPLEMENTING EACH OTHER IN
COVERING PRC. PRESENT ARRANGEMENT ADEQUATELY SERVES USG NEEDS

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ACTION SS-25

INFO OCT-01 ISO-00 /026 W

----- 062146

R 050030Z JUL 75

FM USLO PEKING

TO SECSTATE WASHDC 3989

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EXDIS

E.O.11652: N/A

TAGS: OGEN

WITH PEKING BASICALLY OPERATIONAL AND HONG KONG BASICALLY ANALYTICAL.
HOWEVER, I DOUBT THIS REPRESENTS EFFICIENT USE OF RESOURCES, AND
MUCH OF THIS ANALYTICAL WORK COULD BE PICKED UP BY USLO WITH THE
ADDITION OF SEVERAL ECONOMIC AND POLITICAL OFFICERS. MAYBE A DOZEN
MORE AMERICANS (INCLUDING SECRETARIES AND ADMIN SUPPORT) WOULD
BE REQUIRED. I BELIEVE TRANSFER OF SUCH RESOURCES FROM HONG KONG
TO PEKING SHOULD COME ABOUT IN THE NEXT FEW YEARS. WITH THIS AS
ITS EVENTUAL GOAL, WE PERHAPS SHOULD BE LOOKING AT THE NEARER-TERM
POSSIBILITY, AS SUGGESTED BY THE INSPECTORS, OF ASSIGNING AN
"ARCHIVIST" TO SUPERVISE EXPANSION OF OUR RESEARCH MATERIALS AND
PROVIDE BACKUP FOR SUBSTANTIVE REPORTING. A NUMBER OF MISSIONS
HERE OPERATE ON THESE LINES, OFTEN HIRING AN EXTRA
CHINESE NATIONAL
WITH SUITABLE BACKGROUND AND TRAINING FOR A FOUR-FIVE YEAR STINT
IN PEKING.

9. UNDER PRESENT CIRCUMSTANCES I DO NOT SEE AN IMMEDIATE NEED
FOR CONSULAR POSTS IN CHINA. HOWEVER, GIVEN THE CONCENTRATION OF
U.S. CONSULAR (IMMIGRANT VISA AND CITIZENSHIP CLAIMS) AND COMMERCIAL
INTERESTS IN THE KWANGTUNG AND SHANGHAI REGIONS, SMALL POSTS IN

THESE AREAS MAY BE USEFUL AT SOME FUTURE POINT.

10. LANGUAGE: WE HAVE NINE OFFICERS WHO ARE QUALIFIED IN CHINESE
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AND JUST-ARRIVED GSO HAS RECEIVED SEVERAL MONTHS TRAINING. WE
HAVE NO INTERPRETER-LEVEL LANGUAGE OFFICER, BUT THIS WILL BE RECTIFIED

NEXT YEAR. USLO IS AMONG TOP THREE OR FOUR POSTS HERE IN LANGUAGE
ABILITY AND CHINA EXPERTISE.

11. LANGUAGE RECOMMENDATIONS: I AGREE, HOWEVER, WITH CONSENSUS OF
USLO CHINA SPECIALISTS THAT WE ALL WOULD BE WELL SERVED BY PREPARING
CHINESE-LANGUAGE OFFICERS FOR USLO ASSIGNMENT BY MORE THAN THE TWO
YEARS WHICH THEY ARE NOW GIVEN IN TAICHUNG. I CAN ONLY SUPPORT STAFF
BELIEF THAT SIX MONTHS' ADDITIONAL TRAINING IN LANGUAGE, WITH SOME
EMPHASIS ON DEVELOPING A RUDIMENTARY INTERPRETING FACILITY, WOULD
HELPFULLY INCREASE THEIR UTILITY HERE. PERFORMANCE IN CHINESE
COULD ALSO BE IMPORTANTLY ENHANCED BY AVAILABILITY TO USLO OF GOOD
LANGUAGE TEACHER INSTEAD OF THOSE ASSIGNED BY DIPLOMATIC SERVICES
BUREAU, WHO ARE NOT WELL TRAINED, ARE NOT ABLE OR WILLING TO GET
INTO POLITICALLY SENSITIVE LANGUAGE QUESTIONS, OBVIOUSLY DO NOT
HAVE USG MOTIVATION, AND WHOSE TEACHING HOURS ARE SO REDUCED BY
CONTRACTUAL RESTRICTIONS AND LEAVE PROVISIONS (FULLY UTILIZED)
THAT USLO HAS DIFFICULTY MEETING MINIMUM INSTRUCTION NEEDS WITH
ITS TWO "FULL-TIME" DSB TEACHERS. WHILE THIS MAY NOT BE POLITICALLY
POSSIBLE AT THIS STAGE, I WOULD LIKE TO SEE DEPARTMENT TAKE
CLOSE LOOK AT FUTURE POSSIBILITY OF ASSIGNING FSI ETHNIC CHINESE
TEACHER HERE ON ROTATING ONE-YEAR-TOUR BASIS FROM WASHINGTON.
FINANCIALLY, I THINK THE NON-SALARY COSTS OF SUPPORTING AN FSI
TEACHER HERE WOULD NOT GREATLY EXCEED OUR CURRENT ANNUAL LANGUAGE
PROGRAM BUDGET OF \$6004: AND THE ADVANTAGES TO FSI (AND TO FUTURE
LANGUAGE STUDENTS IN WASHINGTON) OF HAVING TEACHERS FAMILIAR WITH
MAINLAND LANGUAGE USAGE AND PRESENT-DAY SOCIETY WOULD MORE THAN
OUTWEIGH THE ADDITIONAL COSTS. ON ANOTHER ASPECT OF LANGUAGE, IT
SEEMS TO ME REASONABLE FOR MORALE PURPOSES ALONE IN A PLACE WHERE
FEW LOCAL PEOPLE SPEAK ENGLISH THAT THE US TAXPAYER COULD BE
ASKED TO FOOT THE BILL FOR SOME LANGUAGE TRAINING, BEFORE ARRIVAL
HERE, FOR SECRETARIES, SECURITY GUARDS AND COMMUNICATORS AS WELL
AS DEPENDENTS.

12. DUTY TOURS: PEKING'S ISOLATION AND LACK OF RECOGNITION
FACILITIES REQUIRES A FLEXIBLE AND GENERALLY SHORT TOUR OF DUTY
POLICY. TOURS RANGE NOW FROM ONE TO TWO YEARS. THIS IS AS IT
SHOULD BE. TOURS MIGHT BE LONGER -- AND THE USG MIGHT ENJOY A NET
SAVINGS -- IF R&R OR HOME POLICIES WERE MORE LIBERAL.

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13. SCHOOLING: AS THE BLOOM WEARS OFF PEKING ASSIGNMENTS, WE MAY HAVE INCREASING DIFFICULTY IN RECRUITING GOOD OFFICERS FOR THIS POST BECAUSE OF THE LACK OF A FULLY ESTABLISHED SCHOOL TO HANDLE CHILDREN UP TO HIGH SCHOOL LEVEL. WHILE WE HAVE BEEN ABLE TO MAKE DO WITH TEACHING RELATIVES OF OFFICERS ASSIGNED TO THE POST, I BELIEVE DEPARTMENT SHOULD PREPARE TO HIRE ON CONTRACT PROFESSIONAL TEACHING COUPLE FOR THIS PURPOSE. IF NON-DIPLOMATIC STATUS OF THIS COUPLE IS TROUBLESOME, SOME CONSIDERATION MIGHT BE GIVEN TO ASSIGNMENT, PERHAPS AS A CULTURAL OFFICER (AS DONE BY AT LEAST ONE EMBASSY HERE), OF AN INDIVIDUAL OR COUPLE WHO WOULD RUN A SCHOOL.

14. HOUSING: WE ARE TOTALLY DEPENDENT ON THE DIPLOMATIC SERVICES BUREAU FOR HOUSING ARRANGEMENTS. DIPLOMATS ARE GHETTOED NOW AND WILL BE, CERTAINLY, FOR SOME YEARS TO COME. REGRETTABLY, THERE IS NO WAY UNDER PRESENT CIRCUMSTANCES THAT AMERICAN STAFF COULD BE LESS DEPENDENT UPON A COMBINATION OF MISSION ADMINISTRATIVE SERVICES AND THE SERVICES OF THE DIPLOMATIC SERVICES BUREAU. IF THE USG EVER BUILDS ITS OWN FACILITY HERE, SOME THOUGHT SHOULD BE GIVEN TO A US COMPLEX WITH HOUSING FOR AT LEAST SOME OF OUR PEOPLE IN ADDITION TO THE CHIEF OF MISSION AND CERTAINLY THOUGHT SHOULD BE GIVEN TO A RECREATION COMPLEX THAT COULD BE SHARED BY ALL. THIS PLACE IS RECREATION STARVED MUCH MORE SO THAN MOST OTHER POSTS.

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